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This report briefly describes Federally-financed compsensatory education activities for disadvantaged students in Michigan public and private schools during the 1966-67 academic year. Types of projects, fiscal policy, and use of grants are discussed. Illustrative projects, including a preschool program, reading improvement instruction, and a comprehensive summer program are also described. Program objectives for 1967-68 are reviewed. (LB)

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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Opportunities For The Disadvantaged

A Report to the State on Title I of the Elementary and Secondary Education Act of 1965 in Michigan

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The Educationally Disadvantaged is . . .

- The child who has never held a pencil or looked at a book before entering kindergarten.

- The child whose constant toothache makes it difficult for him to concentrate in class.

- The child who has never been more than a few miles from the small farm on which he lives or a few blocks from the tenement in which he lives.

- The child who has spent his life in a crowded apartment hardly knowing his name, receiving any time from an overworked mother, getting any attention from his brothers and sisters or having any possessions belonging only to him.

- The child who constantly disrupts class because he cannot work in a group setting.

- The child who fails regularly in his school work.

These Too Are Disadvantaged . . .

■ Those who don't fit anywhere, or who day dream, or who don't respond.

■ Those who would like to participate in constructive summer activities, but whose communities have no summer recreation program, or whose schools offer no program, or whose families have no money for a vacation.

■ Those who want to study but cannot find a quiet place in their crowded apartments and have no other place to go.

■ Those who want to earn pocket money but cannot find a job.

■ Those who have talents but no opportunities to develop them.

In 1965, the Congress of the United States passed the Elementary and Secondary Education Act.

Title I of that act provided an appropriation of one billion dollars for aid to educationally deprived children. From this appropriation Michigan has received over $60 million during the past two years.

This is a report to the citizens of Michigan on the State Department of Education's administration of that fund.

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Part One:

What The Program Does

Program Focus

■ The aim of Title I of the Elementary and Secondary Education Act is to help broaden and strengthen education for deprived children, wherever they may be found — in public schools, in private schools or out of school.

Programs may include all kinds of educational experiences and important supplementary services such as health care, counseling, recreation, occupational training and community action.

A substantial majority of the children in a program should be from low-income families. But children who are below expected achievement level can be included in programs, particularly if they attend a school building where there is a concentration of children from low-income families.

The problem has been to identify the children from low-income families and to develop programs which help those children without isolating them further from those who are not from poor families. Frequently this has been done by serving under-achieving children whatever their economic background.

User Agencies

■ Local school districts are the principal users of funds, spending $31 million in 1965-66 and almost as much in 1966-67.

Non-public schools participate through public school districts. About 65,000 children from non-public schools in 280 districts participated in 1965-66.

Small school districts cooperate in joint projects usually co-ordinated through the intermediate school district. $1.1 million was spent this way in 1965-66.

State and local institutions for retarded, dependent, neglected or delinquent children spend a proportionate share for programs affecting their children. Close to $1.2 million will be used by these institutions in 1966-67.

The State Department of Education has $523,000 available for education of migratory workers' children in 1966-67.

The State Department of Education receives the equivalent of one per cent of the cost of grants for administrative experience. $321,000 is available in 1966-67 for this.

Allocation Formula

■ The Federal Government assists educationally deprived children under the provisions of Title I of the Elementary and Secondary Education Act. Each state is authorized an annual sum of money equal to:

> The number of children, age 5-17, from families who receive Aid to Dependent Children or who earned less than $2,000 in 1960
>
> *times*
>
> Half the annual per capita operating cost of the public schools in the state.

In 1966-67 Michigan has approximately 168,000 low-income children. This should have entitled the state to an apportionment of about $42 million. However, because Congress did not appropriate enough money to cover the full national cost of the program, Michigan is receiving only $32 million in 1966-67.

EVEN I DON'T LITTER
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Part Two:

School District Participation

Use of Grants

■ In 1965-66, 557 districts used funds. In 1966-67, 500 are participating.

In 1965-66, forty-one projects involved 9,000 students in cooperating school districts.

In 1966-67, fifty projects involve 11,000 students in cooperative projects.

In 1965-66, 419,000 children participated in activities supported by grants.

In 1965-66, school districts operated 480 summer projects from two to six hours a day for four to eight weeks involving thousands of children and a considerable number of regular staff.

School districts employed over 1,100 additional certificated teachers in the program and about 800 lay persons served in non-teaching capacities. This employment included over one hundred persons as library aides and several hundred parents as school aides.

Grants averaged three to four percent of the operating budgets of school districts. Seven districts received more than ten percent of their operating budget from Title I. Seventy-seven received more than five percent.

Types of Projects

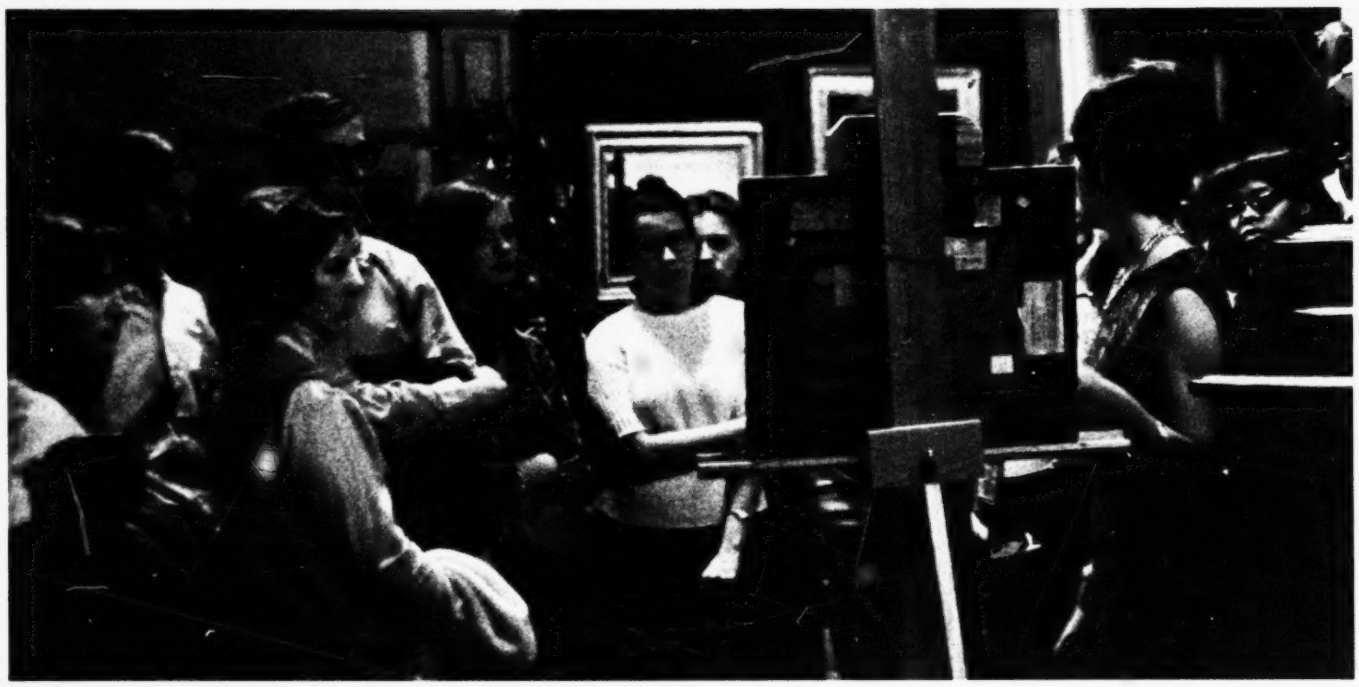
■ In 1965-66 there were . . . .

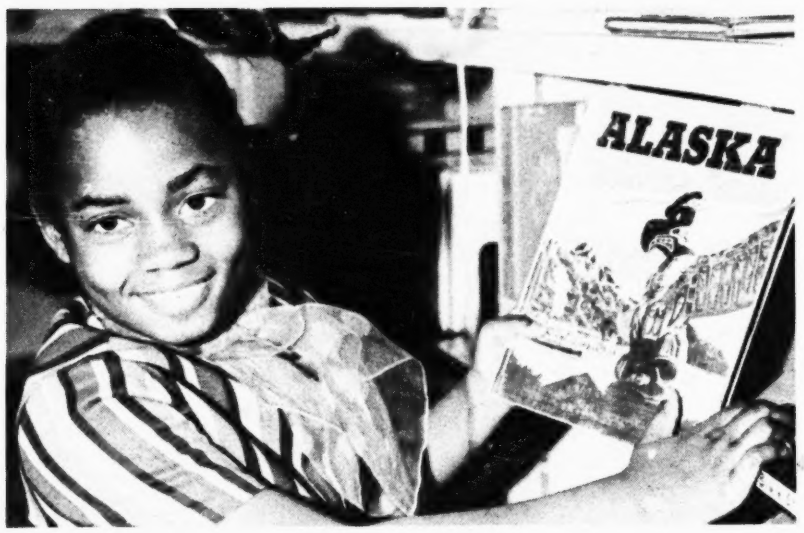
- 581 reading improvement activities of all sorts,
- 293 health service activities, either separate or combined into other projects,
- 185 guidance, counseling and social services activities, as part of other activities or as separate projects,
- 129 cultural enrichment projects,
- 40 pre-school programs, generally summer half-days, but occasionally for the regular school year,
- 132 teacher aide projects, where the emphasis was on hiring the neighborhood mother, the college student, the civic-minded adult and, occasionally, high school students to assist in teaching community service or family visiting,
- 274 in-service and pre-service training projects.

Results

■ School districts reported that the most useful methods of teaching disadvantaged children appeared to be . . . .

- Reductions in the size of classes taught by certificated teachers
- Small groups of children within classes under teacher aides
- Special grouping for children of varying talents and interests
- Individualized instruction

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Part Three:

How The Process Works

Administering Agency

■ The State Department of Education is responsible by federal law for administering the program in Michigan. The Department determines the maximum grant available to each school district. During the past two years this determination has been based on an estimate of the share of a county's low-income children which each school district has.

The Department would prefer to find a method which will describe the actual number of poor children in each school district each year. However, no satisfactory alternatives have yet been found.

Application Process

■ A school district seeking to participate should do the following:

- Establish the number, characteristics, and location of educationally deprived children in its schools. This process should include a serious attempt to understand the problems of these children and to describe target areas
- Develop those programs which appear to be most appropriate to the needs of the deprived children. This should mean cooperative planning between school administration, staff, community social agencies and neighborhood residents
- Prepare an application for the sum of money which the Department of Education has determined is available to the district.

Review

■ The Department reviews and approves projects which school districts propose to carry out from their grants. If the project is approved, a letter of grant is sent to the district, and the district can incur obligations on the project. Program activities must terminate at the close of the fiscal year except that summer programs may go to the end of August.

The State Department of Education need not approve a project if it concludes the activities do not meet certain criteria and standards. A local school district can appeal such a refusal to the Department and then to the United States Commissioner of Education.

Criteria For Approval

■ Review assures that projects meet certain criteria established by the United States Office of Education. Among the criteria are the following:

- Projects must be conducted for children in a limited number of school attendance areas
- Programs should be based on careful assessment of the needs and characteristics of public school children and out-of-school and non-public school children in the project areas
- Activities and services should focus on the most important needs of the children and be offered at locations where the children can be served best
- Activities must be of sufficient size, scope and quality to give reasonable promise of substantial progress
- Proposals should consider the needs of pre-school children
- Proposals should consider the needs of handicapped children and include projects for children in institutions for dependent and neglected children
- Proposals should indicate that full consideration has been given to the capacity of other community agencies to serve children who will be in the Title I program
- Each proposal must include appropriate evaluation procedures.

■ The State Department of Education has established additional objectives which it encourages districts to seek. Projects should attempt to . . . .

- Initiate new ways to serve poor children
- Seek the active assistance of neighborhood people in planning and operating programs
- Employ personnel from lower-income adult groups for non-professional tasks
- Use available community resources in solving problems
- Determine if there has been a markedly positive change in the behavior of children.

Part Four:

Some Illustrative Projects

Reading Improvement

■ In one Detroit suburb a comprehensive approach to improve reading was offered children who were at least one year behind in early grades, two years behind in middle grades or in the lowest quarter in high school.

■ This approach included . . .

- Team-teaching in grades one and two
- Small group instruction in grades three to six
- Individualized corrective work in grades seven to twelve
- Reading centers in target area schools for extra work
- Reading centers used for experiments and innovation in reading instruction.

■ Title I funds meant . . .

- Alternative instructional programs for children who were not achieving in customary classroom situations
- Substantial additions of professional and non-professional persons to staff
- Incentives for the staff to articulate, manage and evaluate innovation
- More hours of instruction for the child who needed it
- Some experiments in the use of technology and experimentation in new teaching techniques
- Comprehensive planning with reference to reading and its relationship to other sshool programs.

Summer Program

■ In south central Michigan, one district established a large cooperative community planning committee. This committee carried out a needs survey, chose the activities to be performed and set admission standards to the activities for 160 children in grades 1-12.

■ Components were . . .

- A reading project with 10:1 pupil teacher ratios for elementary students
- A corrective physical exercise project for elementary students
- An art and music participation program for elementary students
- A home management program for girls in grades 7-12
- An occupational counseling and pre-work experience project for boys in grades 7-12.

■ This project also involved . . .

- Six high school students employed as instructor aides in classrooms
- Twelve professional teachers
- A guidance counselor
- Consultants experienced in working with disadvantaged children taught a full week pre-service workshop.

■ Title I funds meant . . .

- A significant, voluntary summer program for 160 children who would not otherwise have had this opportunity
- The continued, summer employment of capable staff
- The employment of high school youths in need of work
- A working-world experience for youths uncertain as to their school and postgraduate intentions
- Participation by the school's community in the planning and developing of programs affecting their families.

Significant Innovations

■ One suburban Detroit district is using three separate groups of teacher aides for slow achievers in the early grades. One group is composed of volunteer adults, a second of high school and college students and the third of older grade school students who are themselves slower learners.

Each group is guided by master teachers, and the aides are concerned with all the activities related to reading but not reading itself. The project is to be evaluated at its conclusion to determine the pluses and minuses for each approach. At the same time, the one hundred children involved receive the benefit of the individualized attention provided in each approach.

■ For three years, a major Michigan city has undertaken five different approaches to teaching reading to beginners. This effort involves 68 teachers and 2,200 children in 18 schools.

The results will be useful to the city in its future programming. At the same time, the project offers expanded learning opportunities for participating children.

■ Another major Michigan city undertook an innovative summer mathematics program. It involved teaching 90 minutes of mathematics four days a week to 100 lower-income children who had learning problems.

The project included two weeks of pre-program seminars on teaching methods, a new curriculum geared to the particular experiences of these children, careful attention by counselors to each child's situation, frequent home visits and the use of a laboratory setting for classroom work. Four target schools were involved, several additional staff were employed and knowledgeable consultants were employed to participate in the planning, workshop and laboratory processes.

■ In all three cases, Title I funds have meant . . .

- School systems' increased capacity to establish programs tailored to children's needs
- A climate for innovation and experiment and a willingness to judge activity on results
- Added hours of instruction and personal attention by more staff to the needs and efforts of children who have not been achieving.

Pre-School Program

■ One east central Michigan city combined Project Headstart and Title I funds to establish a nine-week pre-school program in two target areas with 120 children enrolled through home visits.

■ The project included . . .

- Groups of fifteen were offered instruction in verbal skills, art, music and the world of books
- Parents were encouraged to visit weekly
- Workshops for parents were established
- Home visits were frequent
- Children were furnished two hot meals a day
- Health and dental examinations with follow-up were provided
- Field trips were used as supplements.

■ In this pre-school program, Title I funds meant . . .

- A pre-school program for low-income children which provided the same health, nutritional and educational advantages which children of other income levels receive

- Continuing contact between the school and those parents who need support in maintaining a healthy environment for their children

- The employment of four persons from the neighborhood as aides to teachers with advantages to the schools, the teachers and the persons employed.

Community Services

■ In some instances school services have been extended through a mobile library serving target-area children and the opening of schools for two hours a night with library, gym, pre-vocational instruction and academic instruction offered.

In a few cases it has been the establishment of a neighborhood communication skills center where children could come voluntarily for help in conversation, writing and speaking.

■ In these instances Title I funds have meant . . .

- The increase of educational options for children

- The expansion of program beyond the physical boundaries of the school building and the program boundaries of the 9:00-3:00 instruction schedule

- The acceptance by the school system of responsibilities which are needed but not performed by any other community agency

- The opportunity for increased contact between a school and the disinterested parents of troubled children.

The Arts and the National Heritage

■ Cultural enrichment has meant weekly field trips to a nearby attraction. It has meant older children planning their own travel experience to a variety of places of interest. It has meant day-camping and weekend-camping. At its best it has been a program for participation in the arts planned by the community and with the use of qualified instructors.

Part Five:

The Task Ahead

The Past in Review

■ Title I of the Elementary and Secondary Education Act has provided Michigan school districts with $32 million a year to undertake programs tailored to the needs of educationally deprived children.

The principal achievement in the first two years has been the initiation within most school districts of new ways to reach children who do not achieve well in customary classrooms. Some projects have been timid, some unplanned, some too limited in use of local talent or too short on involvement of neighborhood parents and lay persons.

Better Programs To Come

■ In 1967-68 the case will be different.

Experience is available; evaluations are on hand; early administrative tangles have been unsnarled and a stable funding seems to have been established.

There is every reason to expect greater quality. There is every intention to insist on greater quality.

■ In the coming year the Department of Education will encourage projects which will . . . .

- Increase professional teachers' contact with children participating in Title I activity

  This does not mean a one-hour a week program. It does not mean mere reduction of instructor-pupil ratio. It does mean programs which take place after the normal school day and on Saturdays as well as in the summer. It does mean class groupings of small numbers, extensive individualized instruction and the use of teacher aides.

- Increase the permanent professional and the non-professional people on school staffs

This can mean provision of the equipment, materials and space remodeling which a staff needs to perform effectively. It should not mean stockpiling everyday supplies or random acquisition of heavy equipment.

It may mean training teachers to become sensitive to the characteristics of low-income children and to cope with their problems. It should not mean general teacher training for the general good of the staff.

It can mean use of competent consultants on a long-term basis. It should not mean expensive contracts with private or public organizations for the use of personnel who have no sustaining interest in the special problems of the poor.

- Reflect an assessment of the needs of the children served and a choice of priorities among those needs

This should mean that administrators and teachers will sit down with the educationally deprived family and talk to them about their situation and how they perceive the school's services to their child. It should mean that administrators and teachers will understand the who, where, why and what about the poor. It should mean that proposals will grow out of this process.

■ Incorporate some experimentation in the use of the newer teaching techniques and newer communication technologies

■ Consider the situation of pre-school children and children in grades K-3 and indicate the services which are available to them already or will be available to them through the Title I program

■ Demonstrate consideration of other deficiencies within the district's educational network such as libraries, work experiences opportunities and community recreation

■ Help the deprived child and his family to obtain a sharper perspective on the artistic and historical traditions of the country and encourage adults to participate in the decision-making processes of their community.

Commitment to Quality

■ In this commitment to quality and to tangible achievement the State Board of Education expects to make its contribution to Title I goals in the year ahead.

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